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EDUCATIONAL MOVEMENTS IN ENGLAND. IV.

My last letter, published in January of this year, closed with hopeful prophecy. I have now to record the fulfillment—I should say the very partial fulfillment of those hopes. These naturally fall into four divisions—developments in the reorganisation of the University of London, developments in the constitution of the new Education Department established by the Secondary Education Act which came into operation on the first of April, further parliamentary legislation, and a new—in some senses a unique—movement on the part of the leaders of educational thought in England, the attempt to follow an American example by establishing a Federal Educational Council with functions not very dissimilar to those of the National Educational Association of the United States of America.

The reconstituted University of London has at length taken up its abode in the buildings of the Imperial Institute at South Kensington. Practically the whole of the centre and east wing have been given up to university purposes, and it is not improbable that the ultimate development of the university work may at last oust the Institute altogether. The statutes of the commission which has reorganized the University have also been made public and, all things considered, notably the enormous diversity of the interests to be reconciled, have given very general satisfaction. The following is a brief account of the nature and effect of these statutes.¹

In the report attached by the commissioners to the statutes they explain that they have been unable to carry out the recommendations of the Gresham University Commission in respect to the musical colleges and the Inns of Court, owing to the opposition of the authorities of the Royal College and Royal Academy of Music on the one hand and of the Council of Legal Education on the other. Two new faculties are created: (1)

¹ For a fuller account see the *Journal of Education* (England) for April 1900.

Engineering, (2) Economics and political Science (including commerce and industry). There will be no distinct degrees in these subjects, but the ordinary science degrees will be endorsed with a certificate of success in one or both of the new subjects. Pedagogy, in spite of considerable agitation and a deputation to the commissioners is "left out in the cold" and no training college is recognized as a school of the University. The commissioners did not think pedagogy worthy to rank as a faculty, and declined to reconsider their decision on the ground that there was not enough "steam" behind the agitation for such a faculty—a typical British reason for shirking reform. However, a board of studies is recommended for the theory, practice, and history of education, and a hope is entertained that the University will, at some future time, be enabled to establish courses of lectures and create a professorship. With regard to the large funds which will be required, the Commission make an appeal to Parliament, the municipal authorities of London, and private munificence. Of the last there is little chance unless the state and the municipalities lay the foundations. It is therefore gratifying to be able to record that the Technical Education Board of the London County Council has endowed each of the new faculties with £2,500 per annum. The London County Council has presented a site in Clare Market worth £14,000, and on this site a building for the new school of Economics is being erected at a cost of another £14,000 to be defrayed by Mr. Passmore Edwards, the well-known donor of so many free libraries. I believe that the London Chamber of Commerce is also going to endow the same school, which is thus in a fair way of being handsomely inaugurated. But, better still, the Technical Education Board is, I understand, prepared to set aside £2,000 per annum towards the establishment of a great training college in London, if the University can prepare a suitable scheme for such a department. A good beginning in the way of endowment has then been made.

I pass now to the statutes themselves. The new Senate will consist of fifty-six members—the chancellor and chairman of Convocation, four nominees of the Crown, sixteen members

elected by Convocation, eighteen by various London colleges and institutions, and sixteen by the members of the respective faculties. The appointment is for four years, but of the members first appointed twenty-one will vacate their office at the end of two years. Various statutes regulate the functions of the Senate. It will form three standing committees:—(1) The Academic Council, (2) The Council for External Students, (3) the Extension of University Teaching Board. Each of these will have a salaried secretary or registrar, and the Senate has power to appoint a principal of the University—a permissive clause of which it is likely to avail itself forthwith. The Academic Council will control the admission of institutions as schools of the University, appointment of professors, allocation of salaries and grants, recognition of university teachers, and the regulation of courses of study for internal students. The Council for External Students will have as their chief duty “the equalisation as far as possible of the standards of knowledge and attainments prescribed for the degrees conferred upon internal and external students respectively.” This being also a duty of the Academic Council, conflicting recommendations are probable. The third board has been established principally to take over the functions of the London Society for University Extension and, curiously enough, the inspection and examination of schools is to be controlled by this board. A faculty is defined as “a body of persons charged with the teaching of a body of subjects in the University.” There are eight such faculties. The practical result of this provision will be to place in the hands of the London teachers the drawing up of the syllabuses and, to a great extent, the conduct of the University examinations. Twenty-four schools of the University (University College and King’s College being the chief) are named and the Senate has power to add others and remove any one of them under certain conditions. All are open to visitation. University teachers may be “appointed” or “recognized.” The former await the advent of funds, the list of the latter fills thirty pages of the regulations. Thirty-two boards of study are enumerated, their numbers and constitution being largely left to the discretion of the Senate, but

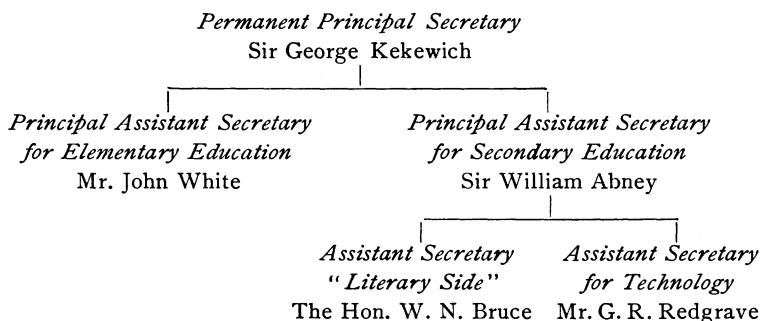
the latter is to be such that the Senate will be able to avail itself of the advice of schoolmasters and private teachers not directly connected with the University, though interested in its examinations. The entire remodelling of the Matriculation examination is likely to be one of the first reforms undertaken. The University will either establish something like an *abiturienten examen* for schools, or the matriculation test imposed on its students by each school of the University will be accepted by the Senate. "The Senate may also make arrangements to hold any Intermediate examination (which is next above Matriculation), or some part thereof, for the students of any school of the University jointly with the governing body of such school"—something after the fashion of the German system, where the government inspector acts as assessor to the *Gymnasium* professors for the Leaving Examination. Elaborate provisions are made for securing an equality in the standard of attainment for degrees taken by internal and external study, the degrees being the same for both. Finally the present situation and future effects of the statutes are thus ably summed up by the *Journal of Education*.

A Teaching University for London, as the term is understood at Berlin or Glasgow, is still in the womb of the future; but the seed has been planted, and a first attempt has been made to coördinate and concentrate the existing institutions for higher education. We have not yet a university which teaches, but we have a university which recognises teaching as something distinct from examination, and in the government and direction of which teachers form the dominant factor. The Association for promoting a teaching university for London has, after sixteen years of what at times seemed a hopeless struggle, gained a first victory; though it still remains to occupy and administrate the province it has won.

It only remains to add that the new Senate will be elected on the 9th of October, before this article appears, and its first meeting will probably take place towards the end of that month.

A very few lines will suffice to chronicle the developments in the reconstitution of the Education Department. Practically speaking the old cards have been shuffled and re-dealt. The old permanent officials have been reappointed under new titles and no new blood whatever has been introduced. Sir George Kekewich, the Secretary of the old Education Department,

becomes the permanent principal secretary of the new department. There were to have been three principal assistant secretaries of equal rank, one for primary, one for secondary, and one for technical education. Mr. John White has been appointed principal assistant secretary for primary education, but by a singular arrangement, which amounts practically to a breach of faith with Parliament, secondary and technical education have both been placed under the charge of one principal assistant secretary, Sir William Abney; and the Hon. W. N. Bruce, who is responsible for the secondary element, and should by the original tripartite scheme have had equal rank with the principal assistant secretaries for primary and for technical education, is, theoretically at least, placed under Sir William Abney. What makes the matter more ludicrous is that Sir William Abney has made his reputation as director of science in the late Science and Art Department, and has everything to learn in the matter of secondary education. If this fact should cause him to give a free hand to Mr. Bruce, an excellent man for his post as most people agree, all may yet be well, though the absurdity of conception in the new plan and the insult to secondary education remain. The interrelation of these chief officials has been thus set forth in a sort of genealogical tree.



Thus secondary education, the reorganisation of which has been at once the object and the motive force of the recent agitation and consequent reorganization of the Education Department is really placed in an inferior position to elementary education and on a par with technology, which is really a side issue of all branches of education.

A more important development under this head is this constitution of the Consultative Committee provided for by the 1899 Act. A mere citation of names would convey little information to American readers, who would not perhaps recognise more than a moiety of them. I will therefore amplify the names with the statement of the interests which they may reasonably be taken to represent. The Right Hon. A. H. D. Acland (Vice President of the Committee of the Privy Council on Education in the last Liberal administration, who became so distinguished in connection with the Royal Commission on Secondary Education); the Right Hon. Sir W. Hart Dyke, Bart., M.P., and Henry Hobhouse,[†] M.P., represent the government official element; Sir W. R. Anson, Bart., M.P., Sir Richard C. Jebb,[†] M.P., the university literary element; Professor Henry Armstrong, technical education; Mrs. Sophie Bryant,[†] D.Sc., girls' endowed literary schools; Sir Michael Foster, K.C.B., M.P., university and scientific education; James Gow, Litt.D., schools represented on the Headmasters' Conference and Incorporated Association of Head Masters; Ernest Gray, M.A., M.P., state-aided elementary schools; A. C. Humphreys-Owen, M.P., Wells County Council and intermediate literary education; Rev. Canon the Hon. E. Lyttelton,[†] literary schools represented on the Headmasters' Conference; Very Rev. E. E. Maclure,[†] D.D., elementary schools and School Board administration; Miss Lydia Manley, women elementary teachers' training; Venerable E. G. Sandford, Church of England voluntary schools; Mrs. E. M. Sidgwick,[†] women's university education; Professor B. C. A. Windle, M.D., Roman Catholic, university scientific and technical education; Rev. D. J. Waller, D.D., nonconformist denominational schools.

Many defects have been noted in this apparently representative committee. For example, only three of its members can be said to have had any real experience in the administration of secondary schools—Mrs. Bryant, Dr. Gow, and Canon Lyttelton. The unendowed schools—a vast majority—are not represented. "The committee is representative so far as institutions and professional bodies are concerned, but it is singularly

[†] These six were members of the late Royal Commission on Secondary Education.

deficient in persons who are familiar with the educational methods and systems of various countries, and are therefore able to take a broad view of educational responsibilities. The Committee does not include a single person who has devoted close attention to education as a whole."¹ In a word, there are no educational experts in the pedagogic sense upon the Committee. This omission is on all fours with the neglect of pedagogy in the re-constitution of the University of London. John Bull cannot understand that education is a science. He knows it only as a political weapon, and therefore this Committee represents, not education, but sectional educational interests, which must be conciliated. Whether the Consultative Committee will ever be consulted—the consultation is permissive, not compulsory—the gods only know; but one important piece of work is imposed on them by the Act, *i. e.*, the making of a register of qualified teachers, and that, no doubt, it will shortly undertake.

As regards parliamentary legislation, the Government did actually introduce their promised supplementary Secondary Education Bill for dealing with the establishment of local authorities, the real crux of the whole question of reorganization. But, as the bill was among those abandoned when the pressure at the end of the last parliamentary session became acute, and, as the present Government itself is now appealing to the country upon a dissolution of Parliament, it seems futile to waste comment upon a measure which is hopelessly dead. Even if the present Government is returned to power, it is inconceivable that the measure can be revived in anything like its late form. If by any chance a Liberal administration should be established, a bill of a totally different colour may be expected. When therefore we have a living bill, I will return to discuss it.

I pass now to what is in conception and may ultimately prove in realisation a far more important educational departure than any for which the present Government can claim credit. *More anglicano* it is both in conception and execution the result of a voluntary effort and enterprise. In describing it I cannot do better

¹ *School World*, August 1900.

than reproduce, with some necessary modification, my notes in the July number of the *Educational Review* (England).

June 30 will be marked by two notable events in the history of English education. In the *Times* appeared at last the names of the members of the long talked of Consultative Committee, from which so much has been hoped and, we fear, so little will be realised. The same morning there gathered in the lecture hall of the College of Preceptors a body of educationists as remarkable for the unostentatious simplicity of their proceedings as the deep significance of their action. The appointment of the Consultative Committee is an incident of departmental development. The meeting of the conference held in the College of Preceptors, if all that is hoped of it comes to pass, may become a historic landmark. There have been many conferences of English educationists, annual and special: but they have all met for specific purposes and temporary aims. The conference on Saturday met to establish a permanent Federal Educational Council, with no specific temporary aim, as a standing institution to deal with current events year after year. But, what is even more remarkable, in the forefront of its programme the conference sets a high aim and a very broad purpose. It did not meet to air the grievances of headmasters, or assistant mistresses, or technical education boards, or any form of sectional interest in education or that which passes under the name of education. Nor did it meet to utter, like former conferences, any counterblast to the feeble proposals, or pass any censure upon the broken pledges of any particular minister or any particular government. But it met, as was happily put by one of the speakers, to establish a representative Council of educationists who would hold a watching brief for English education and, further, see that the famous allegoric cat, upon whose motions the weak-kneed among human kind are always waiting, when it does jump, does not, as cats mostly do, jump in the dark. To your regular educational caucus-monger, such a Council savours wholly of philanthropic weakness and unpractical idealism. But to the enlightened observer of those subterfuge currents which, flowing unseen, change the whole temperature of the sea of human affairs, the meeting to establish such a Council tells a remarkable tale. It means first that the leaders of educational thought in all departments of education — and the conference was mainly composed of such leaders drawn from all grades of educational effort — have begun to perceive that, in its broader issues and broader aspects, education is one and indivisible. While local interests and local aims must be watched and furthered by localised associations, there are broader issues and broader aims, national and imperial in their scope and bearing, which can only be watched and furthered by a national association of a federal nature. Much virtue lies in this word “federal,” and an attempt to eliminate it from the title of the proposed Council was rightly defeated by the votes of the assembled educationists. For it carries with it the suggestion of educational home rule. It

guarantees individual freedom to existing associations and calls upon them to unite merely for national purposes. But this conference shows further that the leaders of educational thought perceive the need of some association which will separate the ideal and unselfish elements of local effort and concentrate them in a higher association—a second chamber, as one speaker well described it—which should busy itself mainly with the elevation of the educational concept and the strengthening of the educational aim. These two perceptions, the existence of broader issues than those controlled by localised effort and the need of separating from such effort an unselfish core of national idealism, mark the speedy ripening of a national desire for an educational standard, an educational concept, which is not merely the concept of the headmaster, or the assistant master, or the elementary teacher, or the college professor, or the university don, however eminent each of these important and, in his sphere, indispensable exponents of education may be. The ripening of this desire and its expression in a gathering composed almost entirely of educationists of high standing and accepted authority for the express purpose of furthering the solidarity of English education, whether it fails of its object or not, must be a historic landmark—a turning-point where must surely follow developments of the greatest national importance.

The motive of the conference was thus stated in the circular letter of invitation: “Believing that the time has come when it is both expedient and necessary to unite in some permanent form the efforts being made in the direction of educational development and adjustment, without interfering in any way with the liberty of action of the various educational bodies and institutions, we earnestly request your attendance and council at a conference of representative educationists. . . . The object of the conference is to consider the feasibility of establishing a permanent Federal Educational Council, consisting of accredited representatives of all forms of educational effort, for the purpose of expressing the united opinion of the country in public resolutions and of pressing such resolutions upon the attention of all authorities responsible for the conduct of education. While we invite you as a representative educationist, your attendance at the conference will in no way commit you except in your personal capacity as one desirous of furthering the movement towards the solidarity of English educational effort.” To this invitation were attached the following representative signatures—Dorothea Beale, H. Courthope Bowen, Sophie Bryant, Elsie Day, H. W. Eve, Wm. Garnett, H. Frank Heath, J. Lewis Payton, A. T. Pollard, G. H. Rendall, Francis Storr, Foster Watson, J. H. Yoxall, in addition to that of the honorary secretary of the convening committee. The extreme diversity of the educational occupations indicated by these signatures gave the keynote to the conference—unity of principle with diversity of interests. Here we have headmasters, headmistresses, a secretary of a technical education board, a university registrar, an editor, a professor of education, and a member of parliament who acts as secretary to a large association of primary teachers. But,

with the diverse interests necessarily attaching to their own pursuits, they unite the interests of the educationist *qua* educationist, and as such they signed the invitation. Attached to the letter they sent out five important resolutions which were afterwards submitted to the conference. In the unavoidable absence of the headmaster of the Charterhouse School, the first resolution was proposed by the Bishop of Hereford, formerly, as all the world knows, the head of Rugby School, and seconded by Mr. J. H. Yoxall, M.P., the Secretary of the National Union of Teachers. It ran as follows—I. "That, in the opinion of this conference, it is desirable to establish some permanent Council which will be able to speak on behalf of organisations identified with educational effort in this country and yet in no way interfere with existing agencies and efforts." A not unfriendly attempt to amend the latter part of the resolution having failed, it was put and carried *nem. con.* The second resolution—II. "That, in order to elicit and formulate the opinion of such organisations in respect of the broader issues without interference with special points of view, it is desirable that such a Council should consist mainly of accredited representatives of existing educational bodies," was proposed by Mr. Storr, the editor of the *Journal of Education*, and seconded by Miss Day, the President of the Head Mistresses' Association. This was also carried *nem. con.* The third resolution was to have been proposed by Dr. Garnett, the Secretary of the Technical Education Board of the London County Council, and seconded by Dr. Heath, the Assistant Registrar of the University of London. Both, however, were unable to stay until the third resolution was reached. It was therefore proposed by Dr. Hill, the Master of Downing College, Cambridge, and was seconded by Dr. Roberts, the Secretary of the Cambridge University Extension Society. It foreshadowed the constitution of the proposed Council, and ran as follows—III. "That the Federal Educational Council be constituted as follows: (a) Representatives, in no case exceeding two, shall be appointed by each of the bodies named on a list to be subsequently prepared by the Organising Committee. (b) The Council shall meet not less than twice a year, and may meet whenever it shall seem desirable to the Chairman of the Council to summon it. (c) At its first ordinary meeting in each year the Council shall elect a Standing Committee. (d) The duties of the Standing Committee shall be (i.) to consider such questions as may come up in the intervals between the meetings of the Federal Council and report to it; and (ii.) if so instructed by the Council, to carry out in the intervals between its meetings such of its resolutions as may require to be promptly dealt with. (e) The Council and its Standing Committee shall be composed of both men and women." An amendment, to add to clause (a) the words "and the Council so formed shall have power to co-opt additional members, provided they do not exceed one fifth of the whole," was accepted by the Convening Committee, and the five clauses were then severally put and carried *nem. con.* The fourth resolution was proposed by Mr. J. L. Paton, Headmaster of University College School,

and seconded by Mr. Foster Watson, Professor of Education at the University College of Wales, Aberystwyth. Certain ambiguities have been rectified by the acceptance of amendments, it was passed in this form—IV. "That the discussion of the Federal Educational Council shall be public and that all resolutions adopted by it shall be published." There was a small opposition minority, who desired to amend the resolution so as to render possible occasional sittings *in camera*. The originators of the scheme firmly and rightly set their face against all such proposals. The fifth resolution, proposed by Mrs. Bryant, Head Mistress of the North London Collegiate School for Girls, and seconded by Mr. H. Courthope Bowen, Chairman of the Froebel Union, was formal in nature and followed almost as a necessary corollary. It was passed *nem. con.* and ran as follows—V. "That a committee of twenty-five, with power to co-opt five others, be formed for the following purposes: (a) To consider and formulate suggestions for financing the Federal Council. (b) To prepare a list of educational bodies to be represented on the Federal Council. (c) To approach and invite these bodies to appoint and send — representatives each to a second Conference at an approved date and place. (d) To formulate in detail the constitution of the Federal Educational Council to be submitted for ratification to this second Conference." And here we may note that all the proposers and seconders acted in their personal capacity only and in no way represented the various institutions in connection with which they hold office. We have mentioned their occupations merely for the information of the general reader to whom the names may not be familiar.

These resolutions having been successfully carried, the following ladies and gentlemen were nominated, in accordance with Resolution V, to act as an organizing committee: Mrs. Bryant, Miss Burstall, Miss A. J. Cooper, Miss Day, Mr. H. W. Eve, Mr. Garrod, Rev. Principal Gurney, Dr. H. F. Heath, Dr. Alexander Hill, Mr. W. K. Hill (Hon. Sec. of the Convening Committee), Dr. Keating, Dr. Keynes, Dr. Kimmins, Canon Lyttelton, Mr. Macan, Miss Maitland, Principal Lloyd Morgan, Mr. J. L. Paton, Dr. Roberts, Rev. Dr. Selwyn, Mr. F. Storr, Professor Foster Watson, Dr. Wilkins, Miss Alice Woods, Mr. J. H. Yoxall, M.P. This Committee has power to co-opt five other members.

The Conference was opened by a comprehensive but concise exposition of the principles underlying the proposed resolutions. The Honorary Secretary of the Convening Committee, who expounded these principles, explained that the views taken were gathered not only from individual committee members, but from various educationists who, being unable to attend the conference, had accompanied their expression of approval or disapproval with a statement of their views concerning the movement in general. The principles as announced by the secretary were somewhat as follows: The members of the Federal Educational Council will unite for the consideration of broad issues affecting all classes of people concerned in education, but will endeavour

at the same time not to interfere with local and particular issues affecting only a portion of such people. In this statement we perceive the force and significance of the word "federal." As the opinion desired is an expert one, only those who have devoted special attention to educational questions will be approached. Hence the members of the Council will be sought among the various educational associations. Some of the promoters of the Council interpret the word "association" in its broadest sense, thus including the governing bodies of universities and examining boards. Others give it a narrower and more conventional definition. The Council is to be a consultative, not an executive or administrative, body—a parliament in the literal sense of the word. Therefore the maximum number of representatives of any given association is limited to two, on the theory that two can state an opinion as well as twenty. The principle is obviously directed against any swamping of the Council's vote by any single association. The Standing Committee, again, which will be appointed to watch events, will not, as so often happens, be allowed to overshadow the Council itself. To this end it will have power only to report, and it cannot act without specific instructions. But the most important principle, one on which particular stress was laid, is that the proposed composition of the Council is expressly regulated with the object of avoiding individual attempts to control educational policy affecting large bodies of teachers and many diverse institutions. Breadth of view is only to be ensured by basing the view on wide-spread opinion. With this object the voice of the Council is to be made truly representative by obtaining for it the authority of a mandate given to delegates from established educational associations and bodies. It is not possible that these principles will commend themselves to all shades of educational opinion; but there can be no doubt that they rest on a broad basis and are inspired by a high aim.

The secretary then proceeded to deal with the various "bogies" which, as always in the case of any attempt at reform, had started up in the path of the promoters. First among these was the theory that the Federal Educational Council would clash with the Consultative Committee just appointed. But the Committee is necessarily small, not representative in the true sense of the word, and, being nominated by the Crown, must inevitably fall under the well-known limitations of the government official. The Council, on the other hand, will be large, truly representative, absolutely unofficial, and therefore free. The objection that it would clash with the Jebb Committee was met by the hope that the Jebb Committee, so far as it still exists, would join hands with the proposed Standing Committee of the Council. A more serious objection was the statement that the Council, being colossal and non-homogeneous, would therefore be unpractical and unworkable. True of any administrative or legislative body, this statement is untrue of a consultative body in which difference of opinion is most healthy. Again, many fear that such a Council would overshadow, if it did not actually override, the existing associations. This is improbable. The very heterogeneity of the proposed

Council would compel it to deal with broad issues only. The bulk of the present work of the associations would have to be left to them. The Council would have one great advantage over the associations. The latter are inevitably apt to be taken as representing interests. The former, because of its heterogeneity, must as inevitably be thrown back on general educational principles. The differences on political questions are said to be too deep for compromise. But the promoters hope that there will be no question of compromise. The hope that, when such a question as, for example, the rating of local educational authorities, comes up, those most interested in it (the representatives of the County Councils) will speak in the Federal Educational Council as experts among interested non-experts. Their opinion would be bowed to as regards principles, though it might be modified (probably wisely modified) as regards details through the influence of representatives of bodies more concerned with the educational aspect of pecuniary considerations. When finally the opinion of the Council goes forth, it will be the experts' opinion enhanced by the authority and recommendation of the whole Council. So with other questions, in which other members of the Council would be in the position of experts. It has been said also that the Federal Educational Council could only succeed if its representation were limited to teaching bodies. But pedagogy and education, as the secretary said in his speech, are like soul and body. You cannot divorce them and live. It is because we do try to divorce them that our administrative bodies sometimes act so mechanically and our pedagogy is sometimes so much in the air.

Finally, the secretary thus summed up the great advantages of such a Council. It would foster the idea of the unity of education, help to avoid the danger of a cast-iron departmental administration when we reconstruct our secondary educational system, and focus and guide the opinion of all the associations without unduly centring its activity in the *personnel* of any one of them. Now, when co-operation does occur, it is secured by private negotiations in which the most energetic and not necessarily the wisest may easily prevail over the common sense that would be found in the whole, if the whole could be co-ordinated in all its parts. Consequent misunderstandings and mistakes in policy would in future be avoided. The success of such a Council would be of great advantage to the development of the educational as opposed to the merely political point of view. Even if it never passed a single unanimous resolution, its constituent elements—the federated associations—would learn a vast deal from each other in the intercourse of the Council meetings. Many misunderstandings would be cleared up across the round table. Views would be broadened and liberalised. There would be a consequent strengthening and elevation of the educational concept and the educational aim of the country—not wholly without injury, doubtless, to the career of some existing institutions, but with great benefit to the commonweal.

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